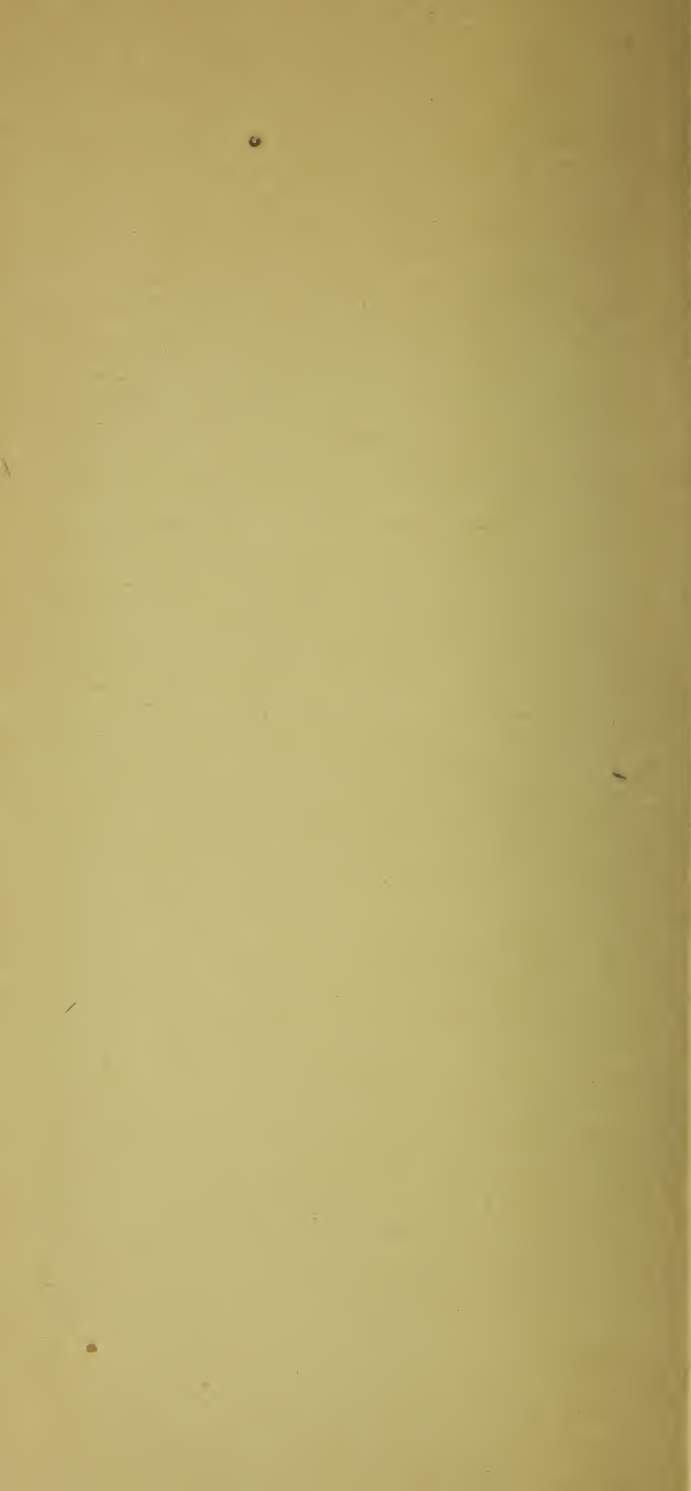


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Hand Book For The  
**International Prison Congress**  
October 2-8, 1910  
and the  
**American Prison Association**  
September 29-October 8, 1910

**EDMUND J. JAMES**

Washington, D. C.



At the instance of the American Prison Association, the President of the United States was authorized by a resolution of Congress to invite the International Prison Congress to hold its session of 1910 in the City of Washington. The invitation was presented at the Budapest meeting in 1905 and was unanimously accepted. For the first time in its history, therefore, the International Prison Congress will be held in the United States. October 2-8, 1910, is the date chosen. The Congress meets every five years.

The American Prison Association will hold its annual session at Washington, including the International Prison Congress, from September 29 to October 8, 1910.



## TABLE OF CONTENTS

The International Prison Commission . . . . .	1
The American Prison Association . . . . .	2
Committees on the International Prison Congress of 1910 . . . . .	2
Sketch of the American Prison Association . . . . .	6
Outline of Arrangements . . . . .	7
Organization of the Congress . . . . .	7
Itinerary . . . . .	9
Provisional Program . . . . .	14
Invitation for the Congress . . . . .	15
Sketch of the International Prison Congress . . . . .	16
Regulations of the 1910 Congress . . . . .	25
Criminal Law Administration in the United States . . . . .	27
The Probation System in the United States . . . . .	32
Statistics of Penal and Reformatory Institutions . . . . .	36

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## PREFACE

A "Guide de Poche" (Pocket Guide) in the French language has been published by the Committee on Arrangements for the International Prison Congress, and sent to representatives of foreign governments and others interested in the approaching Congress. The "Guide" outlines in detail the arrangements for the Congress and for the meeting of the American Prison Association. It contains also a statement of the system of government in the United States, particularly as regards the administration of our correctional institutions and our criminal courts.

The present Handbook is for wider circulation among English speaking people and for the information of the many Americans desiring to attend the two great conventions to be held in Washington. It contains all the matter printed in the French "Guide," with the exception of material already well known to Americans, but necessarily included in a handbook for the information of our foreign visitors.





# INTERNATIONAL PRISON COMMISSION

## PRESIDENT:

Charles R. Henderson, Chicago, Illinois.

## SECRETARY:

Dr. Guillaume, Berne, Switzerland.

## FINANCIAL DIRECTOR:

Frederick H. Mills, 97 Warren St., New York City.

## HONORARY PRESIDENTS

His Excellency M. Galkine-Wraskoy, President of the St. Petersburg Congress.

M. Duflos, President of the Paris Congress.

M. Rickl de Bellye, President of the Budapest Congress.

## BUREAU:

President: Charles R. Henderson, Professor of Sociology, University of Chicago, Chicago, Illinois.

Secretary: Dr. Guillaume, Chief of the Federal Bureau of Statistics, Berne, Switzerland.

Treasurer: Fred Woxen, Secretary of the Ministry of Justice, Chief of the Administration of Prisons, Christiania, Norway.

## OTHER OFFICIAL DELEGATES

Victor Almquist, Chief of Division of the Ministry of Justice, Stockholm, Sweden.

Auguste Baumgarlle, Ministerial Counsellor, Ministry of Justice, Munich, Germany.

Charles Didion, Chief of Division, Ministry of Justice, Brussels, Belgium.

Alexander Doria, General Director of Prisons, Rome, Italy.

Dr. Von Engleberg, Ministerial Counsellor, Ministry of Justice, Karlsruhe, Baden, Germany.

Dr. Francisco Falco, Consul of the Cuban Republic, Naples, Italy.

Dr. Carl Goos, Former Minister of Justice, Professor of Penal Law, Copenhagen, Denmark.

Dr. Etienne Khrouleff, Chief of the General Administration of Russian Prisons, St. Petersburg, Russia.

Dr. Bozidar Marcovitch, Professor of Penal Law, Belgrade, Servia.

Dr. Minkoff, Procurator at the Court of Cassation, Sofia, Bulgaria.

Rickl de Bellye, Ministerial Counsellor, Ministry of Justice, Budapest, Hungary.

Sir Evelyn Ruggles-Brise, President of the Prison Commission, Home Office, Whitehall, London, England.

A. Schrameck, General Director of Penal Administration, Paris, France.

Dr. Simon van der Aa, Professor of Penal Law, University of Groningen, Groningen, Holland.

His Excellency Alex. Skouses, Former Minister of Foreign Affairs, Athens, Greece.

Dr. J. M. J. Tavares, Professor of Penal Law, University of Coimbra, Beira, Portugal.

Dr. Typaldo-Bassia, Ex-President of Parliament, Member of the Permanent Court of International Arbitration, and Professor of the University of Athens, Athens, Greece.

## AMERICAN PRISON ASSOCIATION

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Amos W. Butler, Indianapolis, Indiana.

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P. O. Address, Box 15, Station L.

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### *THE AMERICAN PRISON ASSOCIATION*

To Dr. E. C. Wines, for many years corresponding secretary of the Prison Association of New York, the American Prison Association owes its existence. It was he who called the first national congress "for conference on criminal punishment and reformatory treatment," recommending at the same time that the conference give consideration to the question of an international congress on penitentiary and reformatory discipline. Cincinnati was chosen as the place of meeting, and the congress convened October 12th, 1870. The Honorable Rutherford B. Hayes, afterward president of the United States, but then Governor of Ohio, presided.

One result of this important gathering was the appointment of a committee to take steps for the organization of a permanent National Prison Association. The objects of the association, as stated afterwards in its constitution, are as follows:

1 The improvement of the laws in relation to public offenses and offenders, and the modes of procedure by which such laws are enforced.

2 The study of the causes of crime, the nature of offenders and their social surroundings, the best methods of dealing with offenders and of preventing crime.

3 The improvement of the penal, correctional and reformatory institutions throughout the country, and of the government, management and discipline thereof, including the appointment of boards of trustees and of other officers.

4 The care of, and providing suitable and remunerative employment for discharged prisoners, and especially such as may or shall have given evidence of a reformation of life.

At the session of the legislature of New York in 1871 a very satisfactory charter was secured, which was formally accepted by the incorporators April 26th, 1871. Dr. Wines succeeded also in organizing the International Prison Congress, which met in London July 3d, 1872.

timore in 1872, in St. Louis in 1874 and in New York in 1876.

The Cincinnati Congress was followed by others, in Baltimore. Following the sudden death of Dr. Wines in December, 1879, the association of which he had been the leading spirit seemed to die. In 1883, however, a new organization was effected through the instrumentality of Mr. F. B. Sanborn, Mr. Z. R. Brockway, and Mr. W. M. F. Round. General Rutherford B. Hayes was again chosen to preside. Since that year the association has met annually. At its meeting in Chicago in 1907 the name was changed from the National to the American Prison Association.

## OUTLINE

Organization—Excursion—Program—Places of Meeting  
September 17 to October 8, 1910

- September** Herald Square Hotel, New York City. Pro-  
**17** visional meeting and organization of the Inter-  
national Prison Congress (to meet the terms of  
the Act of Congress). 2 p. m. For organization,  
see table of contents.
- September** An excursion will be given by the United  
**18 to 28** States government, complimentary to the Inter-  
national Prison Commission and invited foreign  
delegates, to visit places as far west as Chicago,  
Indianapolis, and Louisville, where courts, chil-  
dren's institutions, reformatories, and prisons will  
be visited. See itinerary, table of contents.
- September** Washington, D. C. Meeting of the Interna-  
**29 to** tional Prison Commission. Annual sessions (pub-  
**October** lic) of the American Prison Association and the  
**2** American Institute of Criminal Law and Crimin-  
ology. The American Prison Association, at its  
meeting at Richmond, Va., adopted, in addition  
to its own program, that of the International  
Prison Congress. For full details, address Joseph  
P. Byers, Randall's Island, New York City.
- October** The International Prison Congress. For pro-  
**2 to 8** gram see table of contents.

## ORGANIZATION

The Commission, meeting in advance of the Congress, makes the nominations on October 2nd, at the opening sessions.

Honorary President—Mr. Z. R. Brockway is nominated by the Commission and will be elected by the General Assembly on October 2nd. Acting President, nominated by the Commission; elected October 2nd. Vice Presidents to be nominated by the Commission and elected by the General Assembly.

General Secretary—Dr. Guillaume, Berne, Switzerland.  
Coadjutor of the General Secretary—Professor Simon

Van der Aa, University of Groningen, Holland.

Editor-in-chief—Professor Dr. E. Borel, University of Geneva, Switzerland.

#### ORGANIZATION OF SECTIONS

Presidents—One over each section; nominated by the President in consultation with the Commission, from persons present at the Congress.

Vice Presidents—Ten to fifteen in each Section,—same mode of appointment.

Secretaries—One to each section,—same mode of appointment.

Assistant Secretaries—Three or four to each Section—same mode of appointment.

The President of the Commission will name one or two Assistant Secretaries for each Section and leave it to the Commission to name the others from among the foreign delegates, to be sure of enough who speak European tongues. (Unless Dr. Guillaume and Dr. Borel advise some other course.)

Orators—(“Orateurs” or “opinants”), who may be also “co-rapporteurs.” These are all Americans and appointed by the President of the Commission, in order that the papers may be studied and the resolutions prepared in advance.

#### SECTION ONE—CRIMINAL LAW

Question 1—Indeterminate Sentence.—Mr. Gordon E. Sherman.

Question 2—Foreign Tribunals.—Mr. Robert P. Schick.

Question 3—Complicity.

#### SECTION TWO—PRISON ADMINISTRATION

Question 1—Principles of reformatory system.

Question 2—Parole System.

Question 3—Work in small prisons.

#### SECTION THREE—PREVENTION

Question 1—Probation.—Prof. C. W. A. Veditz.

Question 2—Vagabondage.—Mr. O. F. Lewis.

Question 3—Families of Prisoners.—Mr. F. Emory Lyon.

Question 4—Inebriates.

#### SECTION FOUR—CHILDREN AND YOUTH

Question 1—Court Procedure.—Professor Maurice Parmelee.

Question 2—Establishments for Abnormals.

Question 3—Vagabond children

Question 4—Illegitimate children.

Interpreters—Professor C. W. A. Veditz; M. Benedict Rapot; Signor Francesco Ventresca; and one or two others.

Publicity Agent—Mr. O. F. Lewis, Secretary of the New York Prison Association, 135 E. 15th Street, New York City.



# ITINERARY

September 18-28, 1910.

Members of the International Prison Commission and a certain number of additional delegates from foreign governments to the International Prison Congress, will be the guests of the United States upon this tour. All others interested in taking the tour will meet their own expenses. The tour will be by special train of Pullman cars. All applications for membership in this party should be made to Frederick H. Mills, 97 Warren Street, New York City. The expenses for the entire trip, including railroad fare, Pullman fare, meals, hotel bills and other transportation charges will be in the neighborhood of one hundred dollars.

**Sunday** Leave New York via Erie Railroad (ferry  
**Sept. 18** West 23rd Street, 8:15; Chambers Street 8:30)  
**8:45 p. m.** by special train of Pullman sleeping cars.

**Monday** Arrive at Elmira, N. Y. Breakfast at the  
**Sept. 19** New York State Reformatory.

**7:00 a. m.** THE NEW YORK STATE REFORMATORY, ELMIRA. Established in 1876 for the reformation of felons between the ages of 16 and 30 years, convicted of felony for the first time. All sentences indeterminate. Board of Managers has paroling power. Prisoners earn their release through system of credits and rewards. Thirty industrial trades are taught. School of letters. Military drill. Complete gymnasium. Since the establishment of Elmira Reformatory it has received more than 19,000 inmates from all parts of the State of New York. 13,156 inmates have been released on parole and under surveillance.

**2:00 p. m.** After lunch (at the New York State Reformatory) the special train will leave Elmira by the Cortland branch of the Lehigh Valley Railroad for Auburn, N. Y. At 4:00 p. m. the train will pass through Ithaca, the seat of Cornell University.

**4:30 p. m.** Arrive at Freeville, N. Y.

GEORGE JUNIOR REPUBLIC, FREEVILLE. A "village" or group of buildings on the cottage plan for the reformation of young delinquents. The Republic has attracted great attention through its self-government principles.

The party may stop at Freeville for an hour.

The special train will arrive at Auburn, New York, at 6 p. m. The party will here be the  
**6:00 p. m.** guests at dinner\* (Hotel Osborn) of the Prison  
**or**  
**7:00 p. m.** Department of the State of New York. Accommodations will be reserved at Hotel Osborn. The sleeping cars also will be available.

**Tuesday,** Auburn, N. Y.—Visit to the State Prison.

**Sept. 20.** NEW YORK STATE PRISON, AUBURN. The  
**a. m.** prison is in two sections (Men's Prison and Woman's Prison), located in the center of Auburn, occupying about twenty acres. The buildings were begun in 1815. First building occupied 1817. Second prison built in State of New York.

Prisoners were at first confined at night in cells containing from 8 to 12 inmates. At present Auburn Prison has 1,282 single cells and in addition, six special cells for condemned prisoners and fourteen discipline cells.

The Woman's Prison was opened in June, 1893, with 86 women. Population, 86 inmates. The women inmates make mattresses, cane chairs and prepare the blankets made in the men's prison. All garments worn by the women are made in the prison. School with daily classes is under the direction of a principal, who has three resident assistants. Stripes have been abolished for the first grade women prisoners. Stars on tan colored suits were worn last year by those women gaining good conduct marks. The women's prison has its own matron.

The male prisoners at Auburn are employed, as are those at Sing Sing and Clinton prisons, on the State-Use System, i. e. the manufacture of articles for the use of the State and its institutions, and for the various political divisions of the State and their institutions. In the three prisons (Auburn, Sing Sing, and Clinton) are 26 distinct industrial departments; 75 different codes are carried on under conditions similar to those under which the men would work, if carrying on the same trades, after leaving prison. The manufacturing of articles (of a value of over \$1,000,000 a year) is under the direction of the Superintendent of Prisons of the State.

The general supervision and the direction of the manufacturing business is in charge of a deputy, who is assisted by a superintendent at Albany and a superintendent at each prison. The law directs the Superintendent of State Prisons to cause to be manufactured such articles as are needed in the several institutions and political divisions of the State, fixing the price at which the products are to be furnished as arranged by a Board of Classification.

**12:00 Noon** A special train will leave Auburn via the Auburn branch of the New York Central Railroad, arriving at Geneva at 1:00 p. m., proceeding at once by the Lehigh Valley Railroad to Industry.

**2:30 p. m.** Lunch will be served at Industry to the delegates by the Board of Managers and Superintendent of

**THE STATE AGRICULTURAL AND INDUSTRIAL SCHOOL.** This is a new institution, on the cottage plan, for the training of boys. Farm, 1,406 acres. The unit of organization is a colony consisting of not to exceed 25 boys who live in a cottage with a man and wife known as Supervisor and Matron. There are twenty family colonies and ten industrial colonies. The health of the inmates is cared for by a resident physician, by a visiting specialist in diseases of the ear, eye, nose and throat, and by a visiting dentist. The school has a corps of seventeen teachers. Vicious, immoral, and otherwise un-

reliable boys are placed in one of the industrial colonies and are always under observation. A special effort is made to secure the confidence and good will of every boy. No boy is released from the school under one year from the date of his commitment. The school is under the direction and control of a board of seven managers appointed by the Governor of the State.

After a visit to this institution the train will proceed to Buffalo arriving in time for the evening meal, provided by an Entertainment Committee of Buffalo citizens at two of the leading hotels.

**6:30 p. m.**

**Wednesday, Sept. 21.** The delegates will be taken in automobiles on a tour of the city of Buffalo.

**a. m.**

**12:00 Noon**

After lunch the party will proceed by trolley, as guests of the International Traction Company, to Niagara Falls, proceeding along the famous Gorge Route to the Canadian side, then across the bridge to the American side, where ample opportunity will be given to view the falls.

**Evening**

The delegates will proceed by special train by way of Cleveland, to Mansfield, Ohio.

**Thursday, Sept. 22.**

**Morning**

The party will arrive at Mansfield, Ohio, in time for breakfast, where they will be the guests of the Board of Managers and the Superintendent of the

**OHIO STATE REFORMATORY.** The methods employed in this Reformatory tend to develop in the inmates respect and control of themselves. The inmates become imbued with the sense of the usefulness of their daily work. It is a principle of this institution that a sentence which has no effect is of no educative value. Superintendent Leonard has abounding faith in reformatory methods for dealing with youthful criminals.

The entire day of Thursday will be spent at the Reformatory, and an opportunity will be given to delegates to visit a modern county jail located at Mansfield.

**Evening**

Dinner at Mansfield, after which the party will leave for Chicago.

**Friday,**

**Sept. 23.**

**to**

**Sunday,**

**Sept. 25.**

The party will remain in and about Chicago during this period, having accommodations in excellent hotels, and visiting at their pleasure the following institutions:

The House of Correction and John Worthy School for Boys and the Juvenile Court, Chicago;

The Illinois State Penitentiary, at Joliet, forty miles from Chicago on the Chicago, Rock Island and Pacific R. R. and also on the Chicago and Alton R. R.;

The Illinois State Training School for Girls,

at Geneva, Illinois, thirty-five miles distant on the Chicago and Northwestern R. R.;

The School for Boys, at St. Charles;

The Illinois State Reformatory at Pontiac, sixty miles distant from Chicago on the Chicago and Alton R. R.;

The Indiana State Prison, Michigan City, Ind. fifty-five miles from Chicago, on the Michigan Central and Pere Marquette railroads and a traction line.

Sunday,  
Sept. 25.  
Evening  
Monday.  
Sept. 26.

The party will leave Chicago by its special train of Pullman cars for Indianapolis arriving there in time for breakfast. The party here will be the guests of the Governor of Indiana, the Board of State Charities, the president of the American Prison Association and of commercial organizations and citizens of Indianapolis.

Indianapolis, located in Marion County, is the capital of the state and the railroad center of the state for both steam and traction lines. Population, about 236,000. Here are located the Indiana State School for the Deaf, the Indiana School for the blind, the Central Hospital for the Insane, the Indiana Woman's Prison, the city police station, police court, schools (including a special school for truants), the Manual Training High School, the County Jail, Workhouse, Criminal Court, Juvenile Court, Detention Home, Board of Children's Guardians Home and several institutions for dependent children. At Clermont, eight miles away, is the Indiana Girls' School, and at Plainfield, sixteen miles away, the Indiana Boys' School (both for juvenile delinquents). Reached by both steam and trolley roads; frequent cars.

INDIANA WOMAN'S PRISON. Population, 97. This prison is entirely under the management of women. Construction: masonry and concrete. Generally separate cells. Congregate dining room, chapel and employment. No contracts. Work on state account, partly open air. Indeterminate and life sentences. Probation by courts; parole, when merited, by Prison Board of Trustees. Final discharge, expiration of sentence. Supervision of probationed and paroled prisoners. With this is the state workhouse for women, under the title of "The Correctional Department."

INDIANA GIRLS' SCHOOL. Population, 320. A new institution (1907) located on a farm of 128 acres. Not walled. Construction, brick. Built upon the cottage plan, with single rooms. Each cottage, having a capacity of 30 girls, has its own kitchen, laundry, dining room, etc. Each is a distinct home. There is an assembly hall

and school building. The plans have been carefully worked out and present many interesting features. No contract labor. The institution is conducted as a school, with incidental employment, much of it in the open air. Girls are admitted between the ages of 10 and 18 years and continue wards of the state until 21 years old. May be released from the school on parole under supervision at option of the Board of Trustees.

INDIANA BOYS' SCHOOL. Population, 686. Established, 1868. Farm, 527 acres. No enclosing wall. The buildings are on the cottage plan, with dormitories. Many of them, as well as the brick of which they are constructed, are the work of the boys. Employment: wood-working, carpentry, blacksmithing, tinsmithing, shoe-making, printing, cooking, dairying, horticulture, floriculture, agriculture. There is also a band. Both separate and congregate dining rooms; central kitchen, school house and chapel. Boys admitted between the ages of 8 and 16 years, continue wards of the state until they are 21. May be released from school on parole at option of the Board of Trustees. Paroled boys are under the supervision of a state agent. Boys sent to the school for crime and proven incorrigible or refractory may be transferred to the care of the Indiana Reformatory.

Evening  
Tuesday,  
Sept. 27.  
a. m.

Leave Indianapolis by special train.  
Arrive at Louisville, Kentucky, where the party will be the guests of the citizens of Louisville and will be quartered at the Seelbach Hotel. Breakfast will be served at the hotel and an opportunity will be given to visit the Indiana Reformatory, which is across the river from Louisville.

THE INDIANA REFORMATORY, JEFFERSONVILLE. Construction, masonry. Three brick cell blocks, one a fine new one. New buildings:—hospital; shop building, including kitchen and dining room; foundry; laundry and bath house. There is a fine chapel; also library, school rooms, heat, light and power plant. The solitary cells are light and well ventilated. The inner doors are double, one a semi-circular grating.

System—Congregate employment, chapel dining room, mess, etc.

Employment—No contracts for prison labor. Prisoners are employed under what is termed the trade school law. The products of their labor are sold partly to the other state institutions, partly in the open market.

Industries—Foundry, shirt factory, broom factory. In addition, a good school of letters, and the following trade schools in operation: Machine shop; tinsmith shop; blacksmith shop; paint shop; tailor shop; printing shop; brick masonry; broom and brush making; cabinet making; carpentering; electrical work; shoemaking; moulding.

Prisoners—Population, 1,109. The Reforma-



tory receives young men between the ages of 16 and 30 years, who are not confirmed criminals or life prisoners. Inmates are graded. All sentences are indeterminate; prisoners are released upon probation by courts.

**Evening** The special train will proceed over the Chesapeake and Ohio Railroad, leaving Louisville about midnight, and passing through one of the most picturesque mountain sections in the United States, over the Allegheny and Blue Ridge Mountains. At Washington, Wednesday night. Here the party will break up and the foreign delegates and their American friends will provide, while in Washington, their own accommodations. Every effort will be made by the management of the Congress to secure in advance suitable accommodations upon request. The headquarters of the Congress in Washington will be at the New Willard Hotel. The rates at this hotel are from \$2.50 for a single room, up. The rates of other hotels in Washington will be supplied on application to the Business Director, Mr. F. H. Mills, 97 Warren Street, New York City.

## *THE INTERNATIONAL PRISON CONGRESS*

### PROVISIONAL PROGRAM

(Subject to change by advice of Dr. Guillaume and Dr. Borel.)

**Sunday,** Opening ceremonies, under the presidency  
**October 2,** of a representative of the Federal Government.  
**2:00 p. m.**

Addresses, President Taft and others.

Constitution of the Bureau.

Election of Officers by the Assembly (on nomination of the Commission). Address of the Acting President.

**8:00 p. m.** Joint meeting of International Prison Congress with the American Prison Association.

Address by Mr. Z. R. Brockway and Major R. W. McClaughry, Sir Evelyn Ruggles-Brise, K. C. B., Dr. Guillaume, and another foreign representative.

**Monday,**  
**October 3.** Section Meetings, opened by the President.  
**9:00 a. m.**

**2:00 p. m.** Public Lecture, Professor Simon Van der Aa.  
**3:00 p. m.** General Assembly.

**8:00 p. m.** Public meeting: Addresses by foreign delegates.

**Tuesday,**  
**October 4.** Section Meetings.  
**9:00 a. m.**

- 2:00 p. m. Public Lecture by Professor Dr. R. Vambery, on "A College of Penology."
- 3:00 p. m. General Assembly.
- 7:00 p. m. Banquet tendered to Delegates by American Prison Association.
- Wednesday,  
October 5.** Section Meetings.
- 9:00 a. m.
- 2:00 p. m. Public Lecture.
- 3:00 p. m. General Assembly.
- Thursday,  
October 6.** Section Meetings.
- 9:00 a. m.
- 2:00 p. m. Public Lecture.
- 3:00 p. m. General Assembly.
- 7:00 p. m. Banquet, Tendered to the Delegates by the Government of the United States.
- Friday,  
October 7.** Visits to Institutions. Meeting of the International Prison Commission.
- Saturday,  
October 8.** General Assembly; Closing Question, Addresses by President, Guests, President-elect.
- 10:00 a. m.
- 2:00 p. m. Public Lecture by Professor George W. Kirchwey, Law School of Columbia University.

## *INVITATION FROM THE UNITED STATES TO THE INTERNATIONAL PRISON CONGRESS*

At the seventh International Prison Congress at Budapest in 1905, Dr. Samuel J. Barrows, official delegate of the International Prison Congress, representing the United States, read the following communication:

The White House, Washington  
June 19, 1905.

To the President of the International Prison Congress,  
Sir:

I have the honor to inform you that the Congress of the United States of America, by a joint resolution approved March 3d, 1905, authorized and requested the President of the United States "to extend to the International Prison Congress an invitation to hold the Eighth International Prison Congress in the United States at such time and place as may be determined by the executive committee of the congress known as the International Prison Commission."

In pursuance of this action by the Congress of the United States, I have the pleasure to extend to the International Prison Congress an invitation to hold its eighth meeting in the United States at such time and place as may be determined by the executive committee aforesaid.

In doing so I desire to express the hope that the International Prison Congress will be pleased to accept the invitation thus extended.

Theodore Roosevelt.

This invitation was unanimously accepted, and according to custom, Dr. Barrows, as the official representative of

the United States, was elected president of the Commission to carry out the plans of the organization for the meeting in Washington in 1910. Following the untimely and much regretted death of Dr. Barrows in April, 1909, Professor Charles Richmond Henderson, by appointment of President Taft, became this country's representative on the International Prison Commission, and during the summer of that year the Commission, meeting in Paris, elected him president.

## *THE INTERNATIONAL PRISON CONGRESS*

The government of the United States took the initiative in the formation of the International Prison Congress, which was organized thirty-nine years ago under authority of a joint resolution of Congress passed March 7, 1871. Dr. E. C. Wines was appointed a commissioner by President Grant to secure the co-operation of European governments in the holding of a great international congress for the discussion of all matters relating to the prevention and treatment of crime, and the improvement of criminal law and prison administration.

In the execution of this commission Doctor Wines visited Europe in 1871. He opened personal communication with the governments of Great Britain, France, Belgium, the Netherlands, the North German Empire, Austria, Italy, and Switzerland. Everywhere his proposition was received with favor by the governments addressed and by private citizens interested in penology.

As a result of the indefatigable efforts of the commissioners, supported by the authority and prestige of our government, the first meeting of the International Prison Congress was held at London in 1872.

In the proceedings of that congress the part taken by the United States and its commissioner in the calling together and organization of that congress are generously recognized, as they have been at nearly every meeting of the congress since held.

As a result of the meeting in London the congress was organized on a permanent basis. Provision was made for the holding of international congresses once in five years, but to give continuity to the work of investigation, the diffusion of information, and to secure a closer intercourse between the nations, the International Prison Commission, composed of one official representative of each of the adhering countries, was organized, and serves as the executive committee and permanent council of the congress.

### SCOPE OF THE WORK

The name "Prison Congress" does not give a clear idea of its scope and work. It is an international organization against crime, which is no longer a local question and can not be dealt with simply by local machinery. What are the



sources of crime? How can it be prevented? What measures can different nations take to promote their own security? How shall we deal with the offender so as to correct and reform him? What protection shall be thrown around children and minors? are important questions in modern civilization. It will thus be seen that the word "prison" only partly suggests the great aim of this congress, which is to promote social order, reduce vice, improve environment, strengthen preventive agencies against crime, and promote the rehabilitation of the offender.

## ORGANIZATION

The congress is divided into four sections:

Section I relates to criminal law. In this section are some of the most eminent jurists in Europe. The discussions here are not merely academic. They relate to the fundamental principles of penal law and their practical application. They include the organization and administration of courts, the structure of penal codes, questions of criminal procedure, the classification of offenses, and application of penalties. Questions of extradition, the relation of nations to each other in the suppression of crime naturally fall under this section.

Section II relates to prison administration. It is naturally made up of those who have had experience as directors, superintendents, or wardens of prisons or correctional institutions. Everything relating to prison structure, hygiene, prison industries, the classification, organization, and education of offenders, to dietaries, medical treatment, the prevention and cure of tuberculosis, and other prison diseases, the study of the criminal, and many other practical questions come under this section.

Section III relates to preventive means. This covers a wide field of sociological inquiry as to the causes and prevention of crime.

Section IV relates to children and minors. Child saving is one of the most important and absorbing questions of our time. Neglected childhood, whether from neglected homes, neglected schools, or neglected factories, means an increase of crime. This section has given a new impetus to the subject of children's courts and the legal treatment of children accused of crime. Though the congress has done much to indicate better methods of prison discipline and improvement in criminal codes, it is destined to have a still greater influence in the reduction of crime through the serious study and attention which it is now giving to all preventive influences.

## THE WORK OF THE INTERNATIONAL PRISON COMMISSION

The commission, which, as already said, is the executive arm of the congress, meets every other year. It is composed of one member of each of the nations that have formally joined the commission and that annually subscribe to its funds.

It is the work of the commission to prepare and secure reports and conduct investigations in the different countries on every aspect of the subject of crime and its treatment. The proceedings of the commission and other reports are published from time to time and circulated among the various nations.

In addition to the reports published in French relating to the prison systems of other countries, the following reports have been prepared and edited for the International Prison Commission by the commissioners for the United States, with the co-operation of associates in different States:

Report of the delegates of the United States to the Fifth International Prison Congress, held at Paris, France, in July, 1895.

The criminal insane in the United States and in foreign countries. (55th Cong., 2nd sess., Senate Doc. No. 273, 1898).

The indeterminate sentence and parole law. (55th Cong., 3d sess., Senate Doc. No. 159).

Penological questions. (55th Cong., 3d sess., Senate Doc. No. 158).

New legislation concerning crimes, misdemeanors, and penalties. (55th Cong., 1st sess., 1907).

The reformatory system in the United States. (56th Cong., 1st sess., House Doc. No. 459).

Prison systems of the United States. 56th Cong., 1st sess., House Doc. 566).

The cost of crime. (56 Cong., 2nd sess., House Doc. No. 491).

Growth of the criminal law of the United States. (57th Cong., 1st sess., House Doc. No. 362).

The Sixth International Prison Congress, held at Brussels, Belgium, 1900. (57th Cong., 2d sess., House Doc. No. 374).

Penal codes of France, Germany, Belgium, and Japan. (56th Cong., 2d sess., House Doc. No. 489).

Modern prison systems. (57th Cong., 2d sess., House Doc. No. 452).

Programme of questions for the Seventh International Prison Congress to be held at Budapest, Hungary, 1905. (58th Cong., 2d sess., H. Doc. No. 702).

Children's courts in the United States, their origin, development, and results. (58th Cong., 2d sess., H. Doc. No. 701).

Tuberculosis in penal institutions. (58th Cong., 3d sess., H. Doc. No. 192).

The Seventh International Prison Congress, held at Budapest, Hungary, 1905. Washington, Government Printing Office, 1907.

#### PREVIOUS CONGRESSES

At intervals of five years congresses have been held at

London, Stockholm, Rome, St. Petersburg, Paris, Brussels, and Budapest. The congress has always been officially invited by the government of the country in which it was held, and the sessions have always been held at the national capital, but unofficial national and local organizations, distinguished specialists, and many private philanthropists have contributed greatly to the success of the conferences. While the congress rests on a basis of government support, it must depend largely on the co-operation of private societies and individuals interested in various aspects of modern penology.

#### THE NEXT CONGRESS AT WASHINGTON IN 1910

Though the United States took the lead in organizing and establishing the International Prison Congress, and its first president was the American commissioner, Dr. E. C. Wines, it has thus far held no meeting in the United States. By a joint resolution of the Senate and House of Representatives of the United States approved, March 3, 1905, the President was authorized and requested to extend to the International Prison Congress an invitation to hold in the United States its eighth congress. This invitation extended by the President of the United States, was accepted with enthusiasm and unanimity, and the congress will meet accordingly in Washington, D. C., in October, 1910.

#### CO-OPERATION OF SOUTH AMERICAN STATES

With the exception of Cuba and Mexico the South American States have not heretofore been represented at the congresses, and Cuba alone has a member on the International Prison Commission. The South American States will be very fully represented at the Washington meeting. While the continents of North and South America are now being brought into a closer commercial and material union, it is peculiarly fitting that the eminent jurists, philanthropists, and sociologists of both continents should come together in fraternal conference with the men and women of the Old World, banded together in this congress to raise the level of our modern civilization.

#### FORTY YEARS OF PROGRESS

In the last forty years the International Prison Congress has had a marked influence on modern civilization. Wiser laws, better institutions, improved methods for social protection, new agencies for the prevention of crime and for study, treatment, and reformation of the prisoner are directly traceable to its influence. It has served as an international clearing house for the collection and diffusion of information. National and local societies have grown from its loins. Our age is marked by a high standard of justice and humanity. Inspired by this spirit, the International Congress has helped to win for it new victories. The meeting

at Washington will give an opportunity to show what has been accomplished in forty years in the domain of criminal law and practical and applied penology.

## EDUCATIONAL AND PHILANTHROPIC SOCIETIES

As this congress deals not only with the punishment of crime, but with the great questions of prevention and child saving, all societies whose work lies in any part of this field are urged to send representatives. Sociology is now an important department in most American colleges, and it is hoped that professors and the teaching force of our universities will be largely represented.

## PROGRAMME OF THE CONGRESS OF 1910

It is the practice of the International Prison Commission to adopt, more than a year in advance, the programme of questions for the succeeding International Prison Congress, and to submit the same, with explanatory notes to members of the congress and other experts in various countries, with the view of securing a sufficient number of authoritative reports or monographs on each question.

These reports are not read at the congress, but a digest and analysis is made of all of them by a special reporter on each question, and they furnish the basis of discussion.

## FIRST SECTION—PENAL LEGISLATION

“Question 1. Assuming that a rational relation exists between the principle of the indeterminate sentence and the fundamental principles of criminal jurisprudence—

“(a) What class of delinquents should be submitted to, and what class excluded from its application?

“(b) How may a sentence of this kind without minimum or maximum limits be applied without danger to individual liberty.

“If it is not admitted that there is a rational relation between the principle of the indeterminate sentence and the fundamental principles of criminal jurisprudence, is there ground for adding to the definite sentence with respect to a particular individual a restriction in the form of a supplemental penalty; and if so, in what cases, and how is it to be applied?”

While jurists are still discussing the philosophy of the indefinite sentence and its relation to criminal jurisprudence this form of sentence has already been adopted in seven States of the United States, under varying conditions. In some cases the maximum limit for which a prisoner may be held is the maximum limit for the offense prescribed by the code. In other cases the court may fix a minimum or maximum limit within the time limits prescribed by the code. There are those who urge the adoption of a purely indefinite sentence, without maximum or minimum limit, either in the code or in the discretion of the judge, but leaving the conditional liberation of the prisoner to be determined by a board of parole or a court of release. While the ordinary safeguards of liberty would exist as to the commitment of the prisoner, what conditions in general should govern his release, and how should the court of release be formed, and with what powers invested? Will it not be possible by modification of our judicial system, conferring upon the court of release the power of conditional release now held by the court of

commitment, to gain the advantages of an absolute indeterminate sentence

The final paragraph of the question would naturally be confined in its application to countries in which the indeterminate sentence does not exist. In addition to the principal sentence, which may be for a definite term of imprisonment, is it desirable in certain cases to fix a supplementary penalty. Forms of supplementary penalties already existing in some countries are a certain period of police supervision, the deprivation of civil rights, the payment of a fine. The question raised is, whether such secondary penalties are desirable and when and how they should be applied.

“Question 2. How and in what manner may effect be given to penal sentences pronounced by foreign tribunals, especially with reference to habitual criminality and legal incapacity?”

According to the laws of the United States an immigrant who has been convicted of felony in a foreign country may be deported.

Certain States of the United States have habitual-criminal laws providing that a person who has been convicted a certain number of times for a felony shall be imprisoned for twenty-five years or for life. How may it be ascertained that there have been previous convictions in other States and countries, and how may this knowledge be used in dealing with such cases.

“Question 3. To resist the tendency of criminals to band themselves together is it not desirable to make participation in criminal acts or agreements a distinct crime, or at least to make all such complicity a legal aggravation?”

The scope of the question is evident, but it may well be asked whether such modifications of criminal codes have any practical deterrent value. The criminal class as such seldom consult them and are scarcely deterred by subtle distinctions; but, on the other hand, is it not desirable that our code should be simplified and strengthened so as to furnish better protection to society in dealing with offenders? The minute distinctions made in our codes as to the degree of participation in crime are technical and arbitrary and enable certain criminals who organize or direct the operations of other criminals to escape punishment.

“Question 4. What part does the death penalty play in the penal system of the different countries?”

The object of this question is to secure a body of information from every country in the world in which there is an organized administration of justice concerning the existence or nonexistence of the death penalty. In many countries the death penalty has been abolished for a long period of years; it is now possible to ascertain what has been the effect of such abolition as to the commission of crimes for which the death penalty was imposed. Thus in England, more than a century ago, a large number of offenses, said by some writers to be at least 200 in number, were included in the list of capital crimes. Until 1894 under the Federal laws of the United States 25 offenses were punishable by death under the military code, 22 under the naval code, and under the criminal code there were not less than 17. Has the number of such offenses decreased or increased in proportion to the population since the abolition of the death penalty? The answers to this question will furnish material for deduction as to the deterrent value of the death penalty.

In countries retaining the death penalty in the criminal code it is important to ascertain whether it is actually applied and to what extent.

In certain States and countries changes have been made in the manner of inflicting it. Private executions have been substituted for public ones, and electricity has been substituted for hanging or for the guillotine.

To obtain uniform facts and statistics the following schedule of questions has been prepared.

## FACTS

- 1 Did the death penalty exist in your State in 1905? { Yes.
2. Enumerate the offenses for which inflicted. { No.



3. What, if any, other offenses were thus punished in 1850?

(If the information is not obtainable from this date, then give it for any later date for which it is obtainable.)

4. Give dates of abolition of the death penalty for the offenses (if any) given in reply to question 3.

5. What, if any, offenses have been added since 1850 to the list punishable by death.

6. What punishment has been substituted for the death penalty in the case of each offense included in answer to question three?

7. In the case of each offense for which the death penalty has been inflicted at any time since 1850, give table, by years, of number of trials and of convictions in this form:

Year	Population	No. of trials for—	No. of convictions
1850.....			
1851.....			
1852, and so on each year to 1905, inclusive			

8. Are executions public or limited to a number of legal witnesses?

9. If not public, when were public executions abolished?

10. How is the death penalty applied and under what regulations?

11. If the death penalty is still authorized by law in your State, to what extent is its application suspended?

(a) In how many cases has the sentence been commuted to life imprisonment (a) by the jury; (b) by executive authority?

(b) In how many cases of indictment for murder was conviction secured on some lower degree of the offense, such as murder in the second degree or manslaughter?

(c) In how many cases of murder did the perpetrator commit suicide?

12. What do you believe to be the effects of the changes, if any, in relation to the application or restriction of the death penalty?

13. What is the public sentiment as to the effect of these changes?

14. If public executions have been abolished, what do you believe to have been the effect on public morals and on criminality?

15. Any other remarks or suggestions.

## SECOND SECTION—PRISON ADMINISTRATION

“Question 1. What are the essential principles of a modern reformatory system, and upon what rational methods should it be based? Should its application be limited by age, or other classification? If so, under what limitations?

“Must we not admit the necessity of special treatment for youthful criminals and even recidivists from 16 to 21 or 23 years, recognizing the plasticity of that age and the possibility of curing by special methods physical, moral and intellectual, the perverted instincts of young offenders? In that case is it not desirable to give to the courts the power of imposing a special penalty:

“(a) Sufficiently long to permit the full application of all means of reformation?

“(b) Permitting the free application of conditional liberation?”

The reformation of the prisoner is now universally accepted as one of the principal ends of prison administration. The main question is, How is it to be secured? With this end in view different prison systems have been developed. Under one system this end is supposed to be best promoted by completely isolating the offender from his fellow-prisoners with a view to indi-

vidual treatment. In other systems social treatment is preferred as a preparation for social duties. The methods of treatment differ widely, and the whole structure, organization, and discipline of the prison are affected by them. The object of the question is to bring out the principles and methods, however varied they may be, accepted in different countries, not merely for punishing the prisoner for his offense, but for properly preparing him to lead a law-abiding life on returning to society.

The question opens the whole range of moral and educational influences which may be applied in prison, and how far they can be adapted to different systems, whether congregate, cellular, or a union of both; whether prisoners are colonized on State farms or organized in State prisons or reformatories.

Both in Europe and America an educative reformatory system is now applied to juvenile delinquents under the age of 16. In some countries it is applied until 21 years of age. In the United States the same educational system, with necessary modifications, has been extended to prisoners of 30 years of age. Where shall the age line be drawn? Is not the limit of legal majority arbitrary? A marking and grading system combined with prison school and other educational influences is applied in some prisons even to prisoners in middle life.

It is hoped that the question will secure a presentation of what are regarded as fundamental reformatory principles of universal application, with elastic methods adapted to different conditions.

“Question 2. What improvements may be made in the parole system or the system of conditional liberation already existing in certain countries?”

Many considerations affect the question of conditional liberation which here refers to liberation after imprisonment. In various States the prisoner's time may be shortened so many days per month by good behavior. In other States a marking and grading system is invoked by which the prisoner's eligibility to conditional release is determined. What authority shall decide as to the prisoner's release? How shall boards of parole or courts of release be constituted? Shall they be paid or unpaid? How shall surveillance be exercised? How long shall a term of parole extend, and under what conditions shall it be revoked?

“Question 3. What are the best means of assuring productive work for prisoners in small prisons?”

The object of this question is not to open up the whole question of prison labor in its economic relations, but to deal with the practical question of prison administration. Labor in prison is absolutely necessary for the physical and moral welfare of prisoners. It is most easily classified and organized in large establishments. This constitutes an important argument for abandoning the practice which prevails in many American states of committing prisoners to county jails, where they have little or no opportunity for work. The centralization of control by the State and the organization of labor in district prisons by the state will obviate the necessity of using jails except as houses of detention for those awaiting trial.

As, however, many prisoners are committed to jails and small prisons for terms varying from a few days to twelve months, how shall permanent and effective work be provided for them? What forms of hand labor may be profitably introduced? Can prisoners be employed in out-of-door work? The development of the dynamo renders it possible under the cellular system to introduce machines driven by power in a comparatively small space.

The answer to this question will be determined largely by economic and local conditions.

### THIRD SECTION—PREVENTIVE MEANS

“Question 1. What is the effect upon criminality of the legal measures taken in different States in the form of probation or suspension of sentence, etc., to avoid the necessity of imprisonment, especially at the time of first convictions

taking account of the age, character, and antecedents of the person? And is it desirable that these and similar laws should be extended?

In certain European and American States the practice of suspending sentence (*sursis*), or placing offenders on probation under friendly or custodial supervision, has been carried on for a number of years. A body of judicial statistics has been accumulated, valuable for purposes of comparison. It is possible to answer with some definiteness whether the treatment of such offenders without imprisonment has been followed by any increase of crime, and whether the results obtained from placing them under probation have been satisfactory. An interesting and valuable array of testimony ought to furnish an answer to these questions.

“Question 2. What measures should be taken for the suppression of mendicity and vagabondage, especially in view of modern criminal tendencies?”

“What rules should be adopted for the organization of workhouses for mendicants and vagabonds?”

Two questions originally separated have been brought together under this head, one of them opening the broad subject of the prevention and cure of vagabondage and the other fixing attention on the best way to treat vagabonds when they are in the grasp of the law.

“Question 3. How is it possible, while paying due attention to the correction of the offender, to lighten the heavy economic burden falling upon families owing to the imprisonment of those upon whom they are dependent?”

More briefly stated, the question is how to correct the prisoner without punishing the family. As laws are at present administered in many States the burden of imprisonment falls heavier upon the family than upon the prisoner. While the latter is sure of shelter and food his family often suffers at home. Obvious relief is furnished in such cases by placing the prisoner on probation under conditions permitting him to work and support his family. (In answering question 1 of this section the economic value of the labor of probationers, often seriously diminished by imprisonment, should not be overlooked.

When, however, it is found necessary to commit offenders to prison the conditions necessary for the relief of the families are, first, that the prisoner should engage in remunerative labor, and second, that an adequate portion of his earnings should be assigned to his family.

The desertion of wife and children by husbands and fathers or the failure to support their families, or the failure of others physically capable of work to support their families, has led in some States to more stringent laws as to the arrest and imprisonment of such offenders. Little relief is furnished the family by classifying the offense as more serious or lengthening the term of imprisonment. Other measures for the relief of the family have now been proposed, and are on trial in a small number of places, by compelling a prisoner to work during the whole period of his confinement and assigning weekly a portion of his earnings to his family. In some States the lack of remunerative prison labor may render such an assignment difficult. In other States where prison labor is profitable the assignment of money to the family may be made without difficulty.

“Question 4. Have the experiments of the last ten years made in certain countries providing special establishments for the detention of inebriate criminals, even recidivists, for long periods (two or three years) been successful or not?”

“Is it necessary to complete the penitentiary discipline of these establishments by special medical treatment?”



## FOURTH SECTION—QUESTIONS RELATING TO CHILDREN AND TO MINORS

“Question 1. Should young delinquents be subjected to the penal procedure applicable to adults? If not, what principles should guide the procedure applied to children and youthful offenders?”

In the last ten years a world-wide interest has been developed in regard to the best legal disposition of children arraigned for various offenses. In the United States the interest thus awakened has found expression in the development of children's courts. In Europe a similar interest is making itself felt in new modifications of judicial procedure. Whether in Europe or America the aim seems to be to submit children to processes which are educational and corrective rather than to those which are penal and oppressive. The legal traditions of the different countries will doubtless modify the practice, but it is hoped that the answers to be prepared for these questions will show not only how wide-spread is the interest it represents, but also how firmly established is the principle upon which its solution depends.

“Question 2. Should special establishments be maintained for abnormal, backward, and feeble-minded children showing dangerous moral tendencies?”

The treatment of children mentally defective is provided for by institutions in every civilized country, but a certain number of such children show criminal tendencies and commit offenses which bring them under the scope of the penal law. They are not proper subjects for commitment to prison; their limited development prevents them from fitting into an educational scheme of reformatory institutions. On the other hand, on account of their criminal tendencies they are not welcome inmates of the ordinary institutions for the feeble-minded. Is it desirable to establish institutions for this class, and should such establishments be adjuncts to existing institutions for the feeble-minded or independent institutions?

“Question 3. What measures should be taken to correct the idleness and vagabondage of children in large cities?”

While the subject of vagabondage and its treatment is presented in question 2 of the third section, it is framed here in another form with a view of concentrating attention upon the special dangers to which idle and neglected children are exposed in great cities.

“Question 4. Is it desirable to take special measures for the protection of children born outside of wedlock; and if so, what measures?”

“Owing to the neglect or abandonment due to irresponsible parents, are such children sufficiently protected by existing laws and institutions, or is special legislation and provision desirable?”

### A QUESTION FOR INVESTIGATION

Without placing it on the programme of the discussion for the next Congress, the commission has deemed it desirable to collect information in answer to the following question:

How should local prisons, jails, and lockups be constructed and organized?

### *REGULATIONS*

Article 1—The congress will be held October 2-8, 1910.

Article 2—Admitted to participation in the work of the Congress are:

- (a) Official delegates sent by governments;
- (b) Members of legislative bodies;

(c) Members of cabinets and councils of state or of equivalent bodies;

(d) Members of the Institute or equivalent learned bodies;

(e) Members of the Commission which has made preparations for the Congress;

(f) Officials who direct prison administration;

(g) Members of courts and tribunals;

(h) Professors of faculties and universities of the State;

(i) Delegates from prison societies and members of prisoners' aid societies;

(k) Persons invited for this purpose by the International Commission, especially those who are known by their scientific works in prison science, officials of prisons, reform schools, etc.

Article 3—No one is admitted to the public meeting of the General Assembly, unless he carries a personal card delivered at the entrance of the place of meetings of the Congress.

Article 4—The Provisional Bureau (Executive Committee) is composed of the members of the International Commission. The members of this Commission meet, at the place designated, four days before the opening of the Congress.

Article 5—The assembly, at its first meeting, verifies the powers of members of the Congress, appoints its permanent Bureau (Executive Committee) and establishes the programme of its meetings. The members finally admitted receive a personal card in return for a payment of five (5) dollars, dues of admission.

Article 6—The members divide themselves, for the preparatory labors, into four sections, each of which is charged with the duty of making a provisional statement and of proposing to the General Assembly the solution of the questions included in the programme.

Article 7—Division into sections:

*Section 1*—Criminal Law.

*Section 2*—Correctional Institutions.

*Section 3*—Preventive Institutions.

*Section 4*—Questions in reference to children and youth.

Article 8—Each member designates the Section to which he desires to belong; at the same time the same member may participate in the labors of several sections.

Article 9—Each Section appoints its Bureau and selects one or more reporters whose duty it is to present written reports to one of the Sessions of the General Assembly.

Article 10—All the reports, documents, notes, propositions relating to the work of Congress are distributed to the Sections to whose discussions they relate.

Article 11—The Sections meet daily, in the forenoon, in the halls assigned to them.

Article 12—The General Assembly meets daily, in the hall of its sessions, unless the President decides otherwise.

Article 13—The members sign the list at the door of the hall, showing their attendance.

Article 14—The President directs the order of the meetings and guides the discussions; he fixes the order of the day, taking counsel with the Bureau.

Article 15—The Assembly votes, after discussion, on the conclusions of the reporters. Every proposed amendment to those conclusions must be submitted in writing to the Bureau, signed by the author and at least five members favoring it, and the Bureau submits it to the Assembly.

Article 16—The vote by name (roll-call) is taken whenever it is demanded by at least six members in the Sections, or by at least twenty members in the General Assembly.

Article 17—The votes are collected by countries and classified alphabetically.

Article 18—Both in the General Assembly and in the Sections only those members are permitted to vote who have signed the list of presence before the discussion is concluded.

Article 19—The Secretaries of the General Assembly and of the Sections keep minutes which mention the order and the topics of deliberation and the result of votes.

Article 20—No proposition, outside the topics on the programme, nor any reading of a paper or memorandum can be admitted either in the General Assembly or in the Sections, without permission of the Bureau.

Article 21—The order of the day, or the previous question, may at any time be demanded against any proposition brought forward.

Article 22—The limit of each speech shall not exceed 15 minutes.

Article 23—The English, French, and German languages are recognized as official languages of the Congress. On request the speeches will be translated in summary by an interpreter.

Article 24—To assure accuracy and facilitate prompt publication of the proceedings, the speakers are requested to deliver to the Bureau, without delay, the substance of their remarks, or at least notes which may guide the persons charged with preparing matter for publication. They may prepare the notes in their mother tongue.

## *CRIMINAL LAW ADMINISTRATION IN THE UNITED STATES*

Criminal law in the United States is administered by the separate states, the title of the action being The State or Commonwealth vs John Doe, or the accused defendant.

The individual arrested, charged with crime, is first arraigned in the magistrate's court. This court has power to dispose of misdemeanants and commitments to houses of correction and work houses in the case of misdemeanor, and the admission to bail and commitment to jails or houses of

detention of persons charged with a felony.

The prosecuting officer is the district attorney of the several counties, whose duty it is to prosecute all cases brought to his attention, either by the peace officer after arrest, or on a warrant of a committing magistrate. The prosecuting attorney immediately on being apprised of the commitment of the offender, collects the evidence in the case and submits it to the grand jury, which is composed of twenty-four citizens, drawn from the jury panel, and approved by the presiding judge of the court.

The sessions of the grand jury are attended by no officer except the prosecuting attorney. They weigh the evidence submitted by him, and on this evidence bring an indictment, or dismiss the offender.

When an indictment is returned to the court, the offender is arraigned in open court, the indictment read, and the time fixed for trial by the judge, the offender in the meantime being either committed to jail or released on bail, pending the trial of the action.

At the time of the trial, the offender is again brought into court, with counsel, either provided by himself, or assigned to his defense by the court. A trial jury is then empaneled, composed of twelve men chosen in the same manner as the grand jury. Each side has the right to challenge peremptorily, or for cause, any drawn jurymen, the challenge being passed upon by the presiding judge.

On the completion of the jury panel of twelve men, the evidence is submitted by the prosecuting attorney, and the defense is then allowed to present such evidence as may have a bearing on the case. On the completion of this evidence, the attorneys for both sides are allowed to present the summary of the evidence and their argument to the jury.

The presiding judge then delivers what is known in this country as a charge to the jury, in which he explains to the jury the law in relation to the particular case in hand, and makes such comments as he deems essential for bringing to their attention the law and the evidence, applicable to the case under consideration.

All matters having been submitted, the jury retires, in charge of an officer of the court. After due deliberation, without interference by, or the presence of, any outside person or influence, the verdict is returned to the court. The offender is thereupon sentenced by the judge, or discharged, as determined by the verdict of the jury.

A felony is a crime which is punishable either by death or confinement in state prison and carries with it the loss of all or certain civil rights.

A misdemeanor is a violation of a statute of the commonwealth or an ordinance of a municipality, punishable by confinement in a county jail, or fine, or both, but does not involve the loss of civil rights.

The institutions for the detention of prisoners sentenced by the several courts in the several states are classified as follows:

State prisons and state penitentiaries.

State reformatories for men.

State reformatories for women.

Houses of refuge.

Training schools for boys.

Training schools for girls.

Industrial schools.

Institutions for the detention of misdemeanants are designated as houses of correction, work houses, and in some states reformatories for misdemeanants.

The administration of penal institutions, as above designated, differs somewhat in the various states. A general exhibit of state administration is herewith appended.

### NEW YORK STATE

The executive officer in charge of the state prisons is defined by the Constitution of the state as the Superintendent of State's Prisons, a single officer, who has executive power over the institutions for the detention of felons.

These institutions are Sing Sing Prison, located at Ossining; Auburn Prison, located at Auburn; Clinton Prison, located at Dannemora, and the Women's Prison, located at Auburn.

The superintendent appoints for each prison an agent and warden, physician and chaplain. The agent and warden of each prison appoint all other officers, with the approval of the Superintendent. The clerk of each prison is appointed by the Comptroller of the state.

In addition to the three state prisons above mentioned, there are, under the direction of the Superintendent of State Prisons, the Matteawan State Hospital for Insane Criminals and the Dannemora State Hospital for Insane Convicts. These institutions are administered by medical superintendents, appointed by the Superintendent of State Prisons, all other officers receiving their appointments from the medical superintendent, with the approval of the Superintendent.

The reformatory for male first offenders, between the ages of sixteen and thirty years, is located at Elmira, this being the first institution established in this country for the reformation of offenders sixteen years old or over. Another reformatory of like character is located at Napanoch. Both are under the direction of a board of managers, composed of seven citizens appointed by the Governor of the state with the consent of the senate, who serve without pay. This board appoints a general superintendent, who is the executive power of both institutions. He in turn appoints an assistant superintendent for each reformatory, and also appoints all the other officers in the institution, with the consent of the board of managers.



The Reformatory for Women located at Bedford, the Training School for Girls, located at Hudson, and the House of Refuge for Women located at Albion, are each managed by a separate board of managers, who appoint superintendents, and they in turn appoint the other officers of these institutions. The House of Refuge for Juvenile Delinquents at Randall's Island, the Penitentiary and Workhouse on Blackwell's Island and Hart's Island, New York City, and the Penitentiaries at Albany, Syracuse, Rochester, and Buffalo are institutions for misdemeanants, designated as county penitentiaries, under the direction of county authorities in their respective localities. All these institutions for the detention of felons and misdemeanants are subject to inspection by the State Commission of Prisons, which is a constitutional board, consisting of one member from each judicial district of the State, who serves without pay. The reformatories, houses of refuge and industrial schools are further supervised by the State Board of Charities, which is a constitutional board appointed by the Governor, having functions similar to those of the State Commission of Prisons, and in addition thereto, the visitation of other charitable and eleemosynary institutions.

The fiscal affairs of the reformatories and the houses of refuge, and industrial schools for both girls and boys, are in charge of a single officer known as the Fiscal Supervisor, whose duty it is to approve all the expenditures of these institutions.

#### MASSACHUSETTS

The administration of the state prison and reformatories and the supervision of all other penal establishments, are vested in a board of prison commissioners composed of three men and two women, all of whom but the chairman are unpaid. The chairman is appointed by the governor of the state, receives an annual salary, and is the general director of all prison affairs.

The state institutions that are entirely under the control and management of the prison commissioners are the State Prison at Boston (P. O. Charlestown),  
Massachusetts Reformatory (for younger offenders) at Concord (P. O. Concord Junction),  
Reformatory Prison for Women at Sherborn (P. O. South Framingham),  
Prison Camp and Hospital (for consumptives) at Rutland (P. O. West Rutland).

The jails and houses of correction in the counties are under the general supervision of the board of prison commissioners who make the rules for the government and discipline; and all prison industries here as in the state prison, are subject to its control. The state farm is an establishment consisting of three departments, namely, for paupers, misdemeanants, and the criminal insane; and it is managed by a board of trustees. There is a State Industrial

School for Girls at Lancaster, and the Lyman School for Boys at Westborough.

#### PENNSYLVANIA

The institutions for the detention of felons in the state of Pennsylvania are the Eastern Penitentiary at Philadelphia and the Western Penitentiary at Pittsburg. Both of these penitentiaries are under the direction of a local board of managers, appointed by the Governor of the state. The board appoints the wardens of each institution, and the wardens in turn appoint the other officers, with the approval of the board of managers.

The Eastern Penitentiary at Philadelphia was formerly conducted on the solitary system. The inmates were confined in separate cells, where they remained during the whole of their time. Their industrial training, their dietary regime and their religious instruction were so conducted that each inmate was entirely separate from all others in the institution, except from their keepers and their religious and industrial instructors. This system no longer prevails.

The Western Penitentiary is conducted on the congregate plan, the inmates being employed in congregate shops, on the general plan of other prisons in the United States.

A reformatory on the Elmira plan is located at Huntingdon, under the direction of a local board of managers, who appoint the superintendent in the same manner as indicated above. There is a House of Refuge (boys' department at Glen Mills and girls' department at Darlington) and a Reform School for Boys at Morganza; all under the direction of local boards of managers, appointed by the Governor of the state. All the penal institutions in the state are further supervised by the Board of Public Charities, with substantially the same duties as those prescribed in New York state.

#### INDIANA

The state penal and correctional institutions are the State Prison, Michigan City; the Reformatory, Jeffersonville; the Boys' School, Plainfield; the Girls' School, Clermont; the Woman's Prison, Indianapolis. The last named has a "Correctional Department" for women misdemeanants. Each institution has its board of trustees of four members, appointed by the Governor. The trustees appoint the superintendents, who without suggestion or interference from the trustees appoint their officers and employes. Women alone are in control of the Woman's Prison and the Girls' School. Uniform, non-partisan management, on the meritsystem, is required by law. All these institutions, as well as 92 county jails and one county workhouse, are under the supervision of the Board of State Charities, a non-partisan, unpaid body of six members ap-

pointed by the Governor.

The same general plan of administration obtains in California, Colorado, Connecticut, District of Columbia, Illinois, Louisiana, Maryland, Michigan, Missouri, New Hampshire, New Jersey, North Carolina, Ohio, Oklahoma, Tennessee, Virginia, Wyoming. In the other states of the Union except those mentioned below, a somewhat modified form of the same plan of organization exists. In the states of Wisconsin, Iowa, Rhode Island, South Dakota and Minnesota, the institutions do not have separate boards of trustees, but are under one central board, generally known as a board of control, which has administrative authority. Minnesota has also a supervisory board.

## *THE PROBATION SYSTEM IN THE UNITED STATES*

### ORIGIN IN MASSACHUSETTS

The probation system which has been extending rapidly throughout the United States in the last decade, was first specifically authorized by the law in this country in Suffolk County (Boston), Massachusetts in 1878. In 1880 the appointment of probation officers was permitted in other cities and towns in Massachusetts, and in 1891 and 1898 the appointment of probation officers was made mandatory throughout the state. On September 30th, 1909, Massachusetts had 100 paid probation officers, their being one or more in each of its courts. The number of persons placed on probation in that state during the year ending September 30th, 1909, was 13,967. Of this number, 2,298 were under 16 years of age.

### NUMBER OF OTHER STATES USING PROBATION

On January 1st, 1910, 37 states and the District of Columbia had probation laws. Twenty states now provide for probation among adults, and 36 states and the District of Columbia for probation among children.

### STATE SUPERVISION

Fifteen states have some form of state supervision of probation work. New York and Massachusetts established separate state departments, known as probation commissions, in 1907 and 1908, respectively. These commissions have powers of general supervision over probation officers, of inspection and recommendation. Each commission collects statistical reports from probation officers, furnishes blanks to probation officers for their records and reports to the courts, holds conferences of judges and of probation officers, confers with local authorities concerning the extension and improvement of the probation system, and makes an annual report to the state legislature. In other states having state supervision it is exercised by departments having other duties, and is limited usually to collecting reports from probation officers.



## PROBATION OFFICERS

Probation officers are as a rule appointed by judges. During the early history of probation the probation officers were chiefly police officers, sheriffs, agents of humane societies, and representatives of charitable and religious organizations. In the more recent years the tendency has been to employ for probation work persons having no other duties. In some states probation officers, salaried from public funds, are appointed without civil service examinations, while in other states the probation officers are selected from eligible lists established by competitive examinations, which are conducted in part orally and include as a subject for examination the experience and personal qualifications of the candidates for the position.

Many of the probation officers—especially those working among children—are women. In courts having several paid probation officers, one officer is usually designated as chief probation officer. In some cities—as in Chicago—the probation officers are assigned to districts; but usually this custom does not prevail. Probation officers, as a rule, serve in only one court, but in New York, New Jersey and some other states probation officers appointed by a county judge serve in all or nearly all courts in their respective counties. In some courts—as in the St. Louis Juvenile Court—certain probation officers devote their entire time to making preliminary investigations concerning the history, character and circumstances of defendants before the latter are placed on probation, but preliminary investigations are usually made by probation officers who also exercise supervision over persons placed on probation. The work of probation officers is frequently divided by having certain probation officers deal only with children on probation, and others only with adult offenders.

The Indianapolis Juvenile Court and various other courts have at different times had large numbers of volunteer probation officers in addition to salaried officers. While experience proves the desirability of having salaried probation officers, it also seems to show that volunteer officers can be of much help in probation work if carefully chosen in regard to their fitness and faithfulness, and if properly supervised by paid officers.

## PROBATION ASSOCIATIONS

In many cities and counties, organizations known as probation associations have sprung into existence during the last few years. In some instances such associations pay the salaries of probation officers, maintain detention homes and employment agencies, and provide for medical inspection and care of persons on probation; but the work of such associations is usually limited to extending public interest in probation and juvenile court work, to securing and training

volunteer officers, to securing public appropriations for the support of the system, and to perfecting the methods of work. Such associations are connected more generally with juvenile probation work than with adult probation. These associations sometimes assist, also, in the parole oversight of persons paroled from correctional institutions.

### PROBATION METHODS AND PROCEDURE

The methods used in probation work differ in different parts of the country. Probation is, as a rule, super-imposed upon the suspension of sentence, the defendants being conditionally released on good behavior and directed to obey certain requirements for a period of months or years. The probation officers are authorized in case of subsequent misconduct on the part of the probationers, to return them to court for the imposition of further sentence. Probation officers are expected to use friendly means to improve the conduct and circumstances of those under their care.

### COLLECTION OF MONEYS

The probation system is used as a means of collecting money from defendants in three classes of cases. Men guilty of not supporting their families are often placed on probation upon the condition that they pay through the probation officer weekly installments for the support of their families. Secondly, defendants unable to pay fines at the time of their trial, and who would ordinarily be committed to an institution in default of payment, are placed on probation with the requirement that they pay fines in installments, the additional requirements being sometimes imposed that they shall earn the fines by their own labor. Thirdly, in cases where the offenses of defendants have caused losses or injury to other persons, the defendants when placed on probation are sometimes required to make reparation or restitution to the aggrieved parties. Over \$49,000 was collected from probationers in Massachusetts in these forms during 1909. Some single probation officers are accustomed to collect \$5,000 or more in these ways, each year.



# APPENDIX

## PENAL AND REFORMATORY INSTITUTIONS OF THE UNITED STATES OF AMERICA

With names of Prisons and Wardens, Location and Inmates in each State in October, 1909.

STATES WITH POPULATION JAN. 1, 1909	INSTITUTIONS		LOCATION OF INSTITUTION	No. OF INMATES OCT. 1909	NAME OF WARDEN OR SUPERINTENDENT
	No. IN EACH STATE	NAMES			
ALABAMA 2,100,000	1	State Prison .....	Wetumpka... East Lake .....	*800	D. W. Weakley .....
	2	Boys' Industrial School .....		210	
				1,010	
ARIZONA 200,000	1	Territorial Prison .....	Florence .....	160	T. F. Mahoney .....
	2	Territorial Industrial School .....		100	
				260	
ARKANSAS 1,445,793	1	State Penitentiary .....	Little Rock .....	752	
CALIFORNIA 1,800,000	1	State Prison .....	Folsom .....	1,011	W. H. Reilly .....
	2	State Prison .....	San Quentin .....	1,774	John E. Hoyle .....
	3	Preston School of Industry ..	Waterman .....	420	W. T. Randall .....
	4	Whittier State School .....	Whittier .....	377	J. P. Greeley .....
				3,582	

COLORADO 800,000	1	State Penitentiary .....	Canyon City .....	719	Jno. Cleghorn .....
	2	State Industrial School .....	Golden .....	350	Fred. L. Paddleford .....
	3	State Industrial School for Girls ..	Morrison .....	82	Gertrude Smith .....
	4	State Reformatory .....	Buena Vista .....	185	Felix O'Neil .....
				<u>1,336</u>	W
CONNECTICUT 1,100,000	1	State Prison .....	Wethersfield .....	607	Albert Garvin .....
	2	School for Boys .....	Meriden .....	427	Chas. M. Williams .....
	3	Industrial School for Girls .....	Middletown .....	*300	W. G. Fairbank .....
				<u>1,334</u>	W
DELAWARE 200,000	1	Newcastle Co. Workhouse .....	Wilmington .....	375	Leonard Crawford .....
	2	Ferris Industrial School .....	Marshallton .....	86	E. L. Stewart .....
	3	Delaware Industrial School for Girls	Wilmington .....	33	Emma S. Jackson .....
				<u>494</u>	W
D. OF COLUMBIA 340,000	1	National Training School for Boys	Washington .....	333	O. E. Darnall .....
	2	Reform School for Girls .....	Washington .....	81	Elizabeth Whitney .....
				<u>414</u>	S
FLORIDA 683,000	1	State Prison Commission .....	Tallahassee .....	1,231	D. E. McLin .....
	2	State Reform School .....	Marianna .....	*100	W. H. Milton .....
				<u>1,331</u>	Comm.

\*Estimated

STATES WITH POPULATION JAN. 1, 1909	INSTITUTIONS		LOCATION OF INSTITUTION	No. OF INMATES OCT. 19, 1909	NAME OF WARDEN OR SUPERINTENDENT
	No. IN EACH STATE	NAMES			
GEORGIA 2,675,000	1	State Penitentiary .....	Atlanta .....	†2,464	T. A. Means .....
	2	Fulton Co. Industrial Farm .....	Hapeville .....	90	
				<u>2,554</u>	
IDAHO 350,000	1	State Penitentiary .....	Boise City .....	*220	John W. Snooh .....
	2	Idaho Industrial Training School ..	St. Anthony .....	190	
				<u>410</u>	
ILLINOIS 5,391,300	1	Southern Penitentiary .....	Menard .....	937	Jas. B. Smith .....
	2	State Penitentiary .....	Joliet .....	1,508	E. J. Murphy .....
	3	Chicago House of Correction .....	Chicago .....	1,852	John L. Whitman .....
	4	Peoria House of Correction .....	Peoria .....	81	Joseph Brodman .....
	5	Quincy House of Correction .....	Quincy .....	21	G. Eberhardt .....
	6	State Reformatory .....	Pontiac .....	1,120	R. A. Russel .....
	7	Chicago Refuge for Girls .....	Chicago .....	300	G. .....
	8	John Worthy School .....	Chicago .....	263	John L. Whitman .....
	9	State Training School for Girls ..	Geneva .....	480	Ophelia L. Amigh .....
	10	Ill. Manual Training School Farm ..	Glenwood .....	321	Leo A. Phillips .....
	11	St. Charles School for Boys .....	St. Charles .....	417	C. B. Adams .....
				<u>7,300</u>	

INDIANA 2,775,000	1 2 3 4 5 6	Women's Prison Reformatory State Prison Marion County Workhouse Boys' School Girls' School	Indianapolis Jeffersonville Michigan City Indianapolis Plainfield Clermont	116 1,179 1,161 232 694 215 <hr/> 3,597	Miss Emily E. Rhoades...S Maj. David C. Peyton...S James D. Reid...W A. D. Shaw...S E. E. York...S Miss Charlotte Dye...S
	1 2 3 4	State Reformatory State Penitentiary State Industrial School for Boys State Industrial School for Girls	Anamosa Fort Madison Eldora Mitchelville	*450 450 382 *100 <hr/> 1,382	Marquis Barr...W J. C. Sanders...S W. L. Kruser...S Miss Hattie R. Garrison.S
KANSAS 1,700,000	1 2 3 4	State Industrial Reformatory State Penitentiary Boys' Industrial School State Industrial School for Girls	Hutchinson Lansing Topeka Beloit	*300 809 227 *100 <hr/> 1,436	C. A. Richards...S J. K. Coddington...W H. W. Charles...S Mrs. Julia B. Perry...S
	1 2 3 4	State Penitentiary Branch Penitentiary House of Reform Industrial School of Reform	Frankfort Eddyville Greendale Louisville	1,000 648 598 462 <hr/> 2,708	A. D. Dook...S O. E. Pfouts...S
*Estimated		†Inmates May 31, 1907			



# PENAL AND REFORMATORY INSTITUTIONS—Continued.

STATES WITH POPULATION JAN. 1, 1909	INSTITUTIONS		LOCATION OF INSTITUTION	No. OF INMATES OCT. 19, 1909	NAME OF WARDEN OR SUPERINTENDENT
	No. IN EACH STATE	NAMES			
LOUISIANA 1,681,625	1	Boys' House of Refuge.....	New Orleans Baton Rouge	128	Thos. H. Agnew.....S
	2	State Penitentiary.....		*1,800 1,928	
MAINE 756,000	1	State Prison.....	Thomaston Hallowell So. Portland	*300	B. O. Norton.....W
	2	Industrial School for Girls.....		154	
	3	State School for Boys.....		164 618	Mary E. King.....S E. P. Wentworth.....S
MARYLAND 1,188,044	1	State House of Correction.....	Jessups	*200	J. A. Weyler.....W
	2	State Penitentiary.....		1,031	
	3	House of Reform. for Colored Boys.....	Baltimore	284	J. B. Pyles.....S
	4	Convent of the Good Shepherd.....	Cheltenham	270	
	5	Industrial Home for Colored Girls.....	Baltimore	109	Maude Moore.....S
	6	Maryland School for Boys.....	Baltimore	175	A. E. Upham.....S
	7	Female House of Refuge.....	Baltimore	75	
	8	City Jail.....	Baltimore	300 2,444	Chas. A. Hook.....W



MASSACHUSETTS 3,258,422	1 2 3 4 5 6 7 8	State Prison Massachusetts Reformatory Reformatory Prison for Women Prison Camp and Hospital State Farm Deer Island House of Correction Lyman School for Boys State Industrial School for Girls	Charlestown Concord Sherborn Rutland Bridgewater Boston Westborough Lancaster	817 1,027 †224 116 1,398 1,536 †419 †240  5,777	Gen. B. F. Bridges Alvah S. Baker Mrs. Frances A. Morton Geo. C. Erskine H. M. Blackstone Jas. H. Cronin Master
	1 2 3 4 5 6	State Prison State Reformatory House of Correction & Branch Prison Detroit House of Correction Industrial School for Boys State Industrial School for Girls	Jackson Ionia Marquette Detroit Lansing Adrian	724 531 309 368 *500 486  2,918	Marquis Barr  J. L. McDonell E. M. Lawson Mary C. Johnson
MINNESOTA 2,125,000	1 2 3 4	State Prison State Reformatory St. Paul Workhouse Training School for Boys and Girls	Stillwater St. Cloud St. Paul Red Wing	714 460 93 400  1,667	Henry Wolfer Frank L. Randall Frank Horn F. A. Whittier
MISSISSIPPI 2,200,000	1	State Prison	Jackson	*500	

\* Estimated.

† Inmates for 1908.

# PENAL AND REFORMATORY INSTITUTIONS—Continued.

STATES WITH POPULATION JAN. 1, 1909	INSTITUTIONS		LOCATION OF INSTITUTION	No. OF INMATES OCT. 19, 1909	NAME OF WARDEN OR SUPERINTENDENT
	No. IN EACH STATE	NAMES			
MISSOURI 3,575,862	1	State Penitentiary	Jefferson City	2,247	Henry Streuther . . . . Clerk A. P. Richardson . . . . . S C. C. McClaughry . . . . . S Mrs. A. M. Clay . . . . . S
	2	St. Louis Workhouse	St. Louis	697	
	3	St. Louis House of Refuge	St. Louis	*500	
	4	St. Louis Industrial School	St. Louis	414	
	5	Training School for Boys	Boonville	502	
	6	State Industrial Home for Girls	Chillicothe	*500	
				4,860	
MONTANA 300,000	1	State Prison	Deer Lodge	664	Frank Conley . . . . . W H. W. George . . . . . S
	2	State Reform School	Miles City	*150	
	3	Butte Industrial School	Butte	*60	
				874	
NEBRASKA 1,350,000	1	State Penitentiary	Lancaster	477	T. W. Smith . . . . . W B. D. Hayward . . . . . S H. M. Clark . . . . . S Lena E. Ward . . . . . S
	2	State Industrial School for Boys	Buffalo	*100	
	3	Girl's Industrial School	Fillmore	*50	
	4	Nebraska Industrial Home	Seward	59	
				686	
NEVADA 132,000	1	State Prison	Carson City	200	W. J. Maxwell . . . . Clerk

NEW HAMPSHIRE 411,588	1	State Prison .....	Concord .....	147	H. K. W. Scott .....	W
	2	Industrial School .....	Manchester .....	143	Tom W. Robinson .....	S
				290		
NEW JERSEY 2,500,000	1	State Prison .....	Trenton .....	1,341	George Osborne .....	W
	2	State Reformatory .....	Rahway .....	487	Frank Moore .....	S
	3	Essex Co. Penitentiary .....	Caldwell .....	250	Saml. S. Martin .....	S
	4	Hudson Co. Penitentiary .....	Secaucus .....	211	John Grimes .....	S
	5	Mercer Co. Workhouse .....	Titusville .....	78	C. W. Hendrickson .....	S
	6	State Home for Boys .....	Jamesburg .....	450	John C. Kalleen .....	S
	7	State Home for Girls .....	Trenton .....	212		
				3,029		
NEW MEXICO 500,000	1	State Penitentiary .....	Santa Fe .....	*500		
	2	Reform School .....	El Rito .....	*50		
				150		
NEW YORK 8,546,356	1	Auburn Prison .....	Auburn .....	1,297	Geo. W. Benham .....	W
	2	Clinton Prison .....	Dannemora .....	1,272	Frank D. Cole .....	W
	3	Sing Sing Prison .....	Ossining .....	1,776	Jesse D. Frost .....	W
	4	State Reformatory .....	Elmira .....	1,429	Jos. F. Scott .....	Gen. S
	5	Eastern N. Y. Reformatory .....	Napanoch .....	479	Geo. Deyo .....	Asst. S
	6	State Reformatory for Women .....	Bedford .....	300	Katharine B. Davis .....	S
	7	Western House of Refuge for Wom. .....	Albion .....	214	Alice E. Curtis .....	S
	8	New York Co. Penitentiary .....	N. Y. City .....	1,097	Patrick Hayes .....	W
	9	Workhouse, Blackwell's Island .....	N. Y. City .....	615	Frank W. Fox .....	W

N. Y. Continued  
on following page

\*Estimated.

PENAL AND REFORMATORY INSTITUTIONS—Continued.

STATES WITH POPULATION JAN. 1, 1909	INSTITUTIONS		LOCATION OF INSTITUTION	No. OF INMATES OCT. 19, 1909	NAME OF WARDEN OR SUPERINTENDENT
	No. IN EACH STATE	NAMES			
N. Y. Continued.	10	Workhouse, Riker's Island	N. Y. City	166	Thos. S. Kane
	11	Reformatory, Hart's Island	N. Y. City	436	Jno. E. Van de Carr
	12	Erie Co. Penitentiary	Buffalo	361	J. Geo. Haffa
	13	Monroe Co. Penitentiary	Rochester	440	Chas. Webster
	14	Onondaga Co. Penitentiary	Jamesville	415	John S. Markell
	15	Albany County Penitentiary	Albany		
	16	State Agricultural & Indust. School	Industry	586	Franklin H. Briggs
	17	N. Y. House of Refuge	Randall's Island	683	Joseph P. Byers
	18	Berkshire Industrial Farm	Canaan Four Corners	79	
	19	N. Y. Juvenile Asylum	Chauncey	421	
	20	N. Y. Catholic Protectory	Broome St.	2,511	Brother Henry
	21	Jewish Protectory and Aid Society	Hawthorn	1,000	
	22	State Training School for Girls	Hudson	295	Hortense V. Bruce
NORTH CAROLINA 2,500,000	1	State Prison	Raleigh	15,872	
				*300	
NORTH DAKOTA 600,000	1	State Penitentiary	Grove	201	F. O. Helstrom
	2	State Reform School	Mandan	*50	
				251	

OHIO 4,615,000	1	State Penitentiary	Columbus	1,624	Thos. H. B. Jones	W
	2	State Reformatory	Mansfield	1,000	J. A. Leonard	S
	3	Stark Co. Workhouse	Canton	115	E. M. Boyer	S
	4	Zanesville City and Co. Workhouse	Zanesville	40	A. H. Graves	S
	5	Cincinnati City Workhouse	Cincinnati	377		S
	6	Cleveland House of Correction	Cleveland	313	Chas. O'Reilly	S
	7	Columbus Workhouse	Columbus	*200		
	8	Dayton City Workhouse	Dayton	90	F. W. Ferguson	S
	9	Toledo Workhouse	Toledo	100		
	10	Cincinnati House of Refuge	Cincinnati	411	J. B. Jackson	Clerk
	11	Girls' Industrial Home	Delaware	633	S. D. Webb	S
	12	Boys' Industrial School	Lancaster	1,090	F. C. Gerlack	S
				5,993		
OREGON 650,000	1	State Penitentiary	Salem	449	C. W. James	S
	2	State Reform School	Salem	117	N. H. Looney	S
				566		
PENNSYLVANIA 7,450,000	1	Eastern Penitentiary	Philadelphia	1,520	Robt. J. McKenty	W
	2	Western Penitentiary	Allegheny	1,293	John Francies	W
	3	Philadelphia House of Correction	Holmesburg	666	Wm. A. Patterson	S
	4	Penna. Industrial Reformatory	Huntingdon	754	T. B. Patton	Gen. S
	5	Penna. Reform School	Morganza	493	W. F. Penn	S
	6	Allegheny Co. Workhouse	Hoboken	887	A. H. Leslie	S
	7	House of Refuge for Boys	Glen Mills	856	F. H. Nibecker	S
	8	House of Refuge for Girls	Darlington	386	Martha P. Falconer	S
				6,855		

\* Estimated.

PENAL AND REFORMATORY INSTITUTIONS—Continued.

STATES WITH POPULATION JAN. 1, 1909	INSTITUTIONS		LOCATION OF INSTITUTION	No. OF INMATES OCT. 19, 1909	NAME OF WARDEN OR SUPERINTENDENT
	No. IN EACH STATE	NAMES			
RHODE ISLAND 511,000	1	State Prison	Howard	493	Andrew T. Wilcox
	2	State Workhouse and House of Correction	Howard	260	
	3	Sockanosset School for Boys	Howard	*150	F. E. Gardner
	4	Oaklawn School for Girls	Howard	*100	S
				<hr/> 1,003	
SOUTH CAROLINA 1,496,724	1	State Penitentiary	Columbia	865	
SOUTH DAKOTA 500,000	1	State Penitentiary	Sioux Falls	190	H. T. Parmley
	2	So. Dakota Training School	Plankinton	91	S. E. Young
				<hr/> 281	
TENNESSEE 2,220,000	1	State Prison	Nashville	*800	
	2	Branch State Prison	Petros	*260	
	3	Hamilton Co. Indust. School Farm	E. Chattanooga	800	H. T. Price
	4	Tennessee Indust. School	Nashville	782	W. C. Kilvington
				<hr/> 2,642	



TEXAS 4,000,000	1	State Penitentiary	Huntsville	*805	R. H. Underwood	A S
	2	State Penitentiary	Rusk	499	R. H. Underwood	A S
	3	State Reformatory	Gatesville	160	L. J. Tankersley	S
				<u>1,464</u>		
UTAH 340,000	1	State Prison	Salt Lake City	266	Arthur Pratt	W
	2	State Industrial School	Ogden	*110	F. M. Allison	S
				<u>376</u>		
VERMONT 350,000	1	State Prison	Windsor	160	Wilson S. Lovell	S
	2	House of Correction	Rutland	131	D. L. Morgan	S
	3	Industrial School	Vergennes	*110	John R. Barss	S
				<u>401</u>		
VIRGINIA 2,100,000	1	State Penitentiary	Richmond	2,115	J. B. Wood	W
	2	Laurel Industrial School	School	216	Geo. B. Davis	S
	3	School for Colored Boys	Hanover C. H.	*200	Mrs. E. G. Shippen	S
				<u>2,531</u>		
WASHINGTON 1,250,000	1	State Prison	Walla Walla	*1,100	C. S. Reed	W
	2	State Reform School	Chehalis	210	C. C. Aspinwall	S
	3	Seattle Parental School	East Seattle	58	W. S. Rand	S
	4	State Reformatory	Monroe	250	Cleon B. Roe	S
				<u>1,618</u>		

\*Estimated.

# PENAL AND REFORMATORY INSTITUTIONS—Continued.

STATES WITH POPULATION JAN. 1, 1909	INSTITUTIONS		LOCATION OF INSTITUTION	No. OF INMATES OCT. 19, 1909	NAME OF WARDEN OR SUPERINTENDENT
	No. IN EACH STATE	NAMES			
WEST VIRGINIA 1,200,000	1	State Penitentiary .....	Moundsville .....	*1,100	Joseph Matthews .....
	2	Reform School for Boys .....	Pruntytown .....	*250	H. E. Fleisher .....
	3	Industrial Home for Girls .....	Industrial .....	79	Hilda M. Dungan .....
				<hr/> 1,429	
WISCONSIN 2,410,000	1	State Penitentiary .....	Waupun .....	709	Henry Town .....
	2	State Reformatory .....	Green Bay .....	256	C. W. Bowron .....
	3	Industrial School for Boys .....	Waukesha .....	360	A. J. Hutton .....
	4	Wisconsin Home and Farm School.	Dousman .....	26	S. G. Swotodo .....
	5	Wisconsin Industrial School for Girls	Milwaukee .....	236	M. J. Berry .....
				<hr/> 1,587	
WYOMING 125,000	1	State Penitentiary .....	Rawlins .....	246	Geo. Lewis .....
					W

\* Estimated.



# ASSIGNMENT OF INMATES TO PENAL AND REFORMATORY INSTITUTIONS BY STATES

Forty-eight States and Territories arranged in the order of Inmates Reported	1		2		3		No. of Institutions	No. of Inmates Oct. 1909	Inmates to each 100,000 Population Jan. 1, 1909
	Penitentiaries and State Prisons		Workhouses and Houses of Correction		Reformatories, Farms, Schools, Houses of Refuge and Asylums				
	No.	Inmates	No.	Inmates	No.	Inmates			
New York	3	4,345	7	3,094	12	8,433	22	15,872	186
Illinois	2	2,445	3	1,954	6	2,901	11	7,300	135
Pennsylvania	2	2,813	2	1,553	4	2,489	8	6,855	92
Ohio	1	1,624	7	1,235	4	3,134	12	5,993	130
Massachusetts	3	1,157	2	2,934	3	1,686	8	5,777	177
Missouri	1	2,247	1	697	4	1,916	6	4,860	136
Indiana	2	1,277	1	232	3	2,088	6	3,597	130
California	2	2,785			2	797	4	3,582	199
New Jersey	1	1,341	3	539	3	1,149	7	3,029	121
Michigan	1	724	2	677	3	1,517	6	2,918	101
Kentucky	2	1,648			2	1,060	4	2,708	120
Tennessee	2	1,060			2	1,582	4	2,642	119
Georgia	1	2,464			1	90	2	2,554	95
Virginia	1	2,115			2	416	3	2,531	121
Maryland	1	1,031	2	500	5	913	8	2,444	206
Louisiana	1	*1,800			1	128	2	1,928	115
Minnesota	1	714	1	93	2	860	4	1,667	78
Washington	1	1,100			3	518	4	1,618	129
Wisconsin	1	709			4	878	5	1,587	66
Texas	2	1,304			1	160	3	1,464	37
Kansas	1	809			3	627	4	1,436	84

West Virginia.....	1	*1,100	....	....	2	329	3	1,429	119
Iowa.....	2	900	....	....	2	482	4	1,382	62
Colorado.....	1	719	....	....	3	617	4	1,336	167
Connecticut.....	1	607	....	....	2	727	3	1,334	121
Florida.....	1	1,231	....	....	1	100	2	1,331	95
Alabama.....	1	800	....	....	1	210	2	1,010	48
Rhode Island.....	1	493	....	260	2	250	4	1,003	196
Montana.....	1	664	....	....	2	*210	3	874	291
South Carolina.....	1	865	....	....	....	....	1	865	58
Arkansas.....	1	752	....	....	....	....	1	752	52
Nebraska.....	1	477	....	....	3	*209	4	686	51
Maine.....	1	*300	....	....	2	318	3	618	82
Oregon.....	1	449	....	....	1	117	2	566	87
Mississippi.....	1	*500	....	....	....	....	1	500	23
Delaware.....	....	....	....	375	2	119	3	494	247
District of Columbia.....	....	....	....	....	2	414	2	414	122
Idaho.....	1	*220	....	....	1	190	2	410	117
Vermont.....	1	160	....	131	1	*110	3	401	115
Utah.....	1	266	....	....	1	*110	2	376	111
North Carolina.....	1	*300	....	....	....	....	1	300	12
New Hampshire.....	1	147	....	....	1	143	2	290	70
South Dakota.....	1	190	....	....	1	91	2	281	56
Arizona.....	1	*160	....	....	1	100	2	260	130
North Dakota.....	1	201	....	....	1	*50	2	251	41
New Mexico.....	1	*100	....	....	1	*150	2	250	50
Wyoming.....	1	246	....	....	....	....	1	246	197
Nevada.....	1	200	....	....	....	....	1	200	152
Forty-eight States and Territories.....	58	47,559	34	14,274	103	38,388	195	100,221	112
Per Cent of Total Inmates.		48%		14%		38%			*Estimated.

## SUMMARY OF PRISONERS ACCORDING TO POPULATION

The population of the United States, estimated January 1st, 1909, by the governors of the 50 states and territories is 89,770,126.

Prisoners in 58 penitentiaries 47,559, or 48 %

Prisoners in 34 workhouses and  
houses of correction, 14,274, or 14 %

Prisoners in 103 reformatories,  
farms, schools, etc., 38,388, or 38 %

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Total, in 195 penal institutions, 100,221, or 100 %

The average number of convicts to each 100,000 of population, is 112, or slightly over .1% of the population.

In addition to the convicts and prisoners confined for a definite period, there are in each of the 3,500 county jails in the 50 states and territories of the country an average of at least 30 persons either awaiting trial or serving short sentences for misdemeanors. A large portion of them are confined for drunkenness and vagrancy. The total number of persons of this class is approximately 100,000.

There are further under control or confined in police stations and lock-ups, throughout the country, for various periods of detention ranging from one day to some months, fully 200,000 persons awaiting the action of the courts.

This summary of the criminal population of the country is approximate, and arrived at by a process of calculation, for the reason that no reliable statistics on this point can be obtained at the moment.











**OUTLINE MAP**  
SHOWING LOCATIONS OF  
**PRISONS AND REFORMATORIES**  
IN THE  
**UNITED STATES**  
ALSO ITINERARY OF THE  
**INTERNATIONAL PRISON CONGRESS**  
TO ASSEMBLE AT WASHINGTON, D. C.  
October 4th to 11th, 1920

President, **CHARLES RICHMOND HENDERSON**,  
Commissioner for the United States,  
Department of State, Washington, D. C.  
Mail Address, The University of Chicago, Illinois

Secretary, **Dr. GUILLAUME**,  
Director of the Federal Bureau of Statistics,  
Bern, Switzerland.

**F. H. MILLS**, Business Director  
at WANNEN STREET,  
NEW YORK

Average Scale about 100 miles to one inch

Prepared by August H. Ohman, Map Publisher, New York

Longitude West from Greenwich





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